DOCUMENT RESUME

ED 234 511 EA 016 098

AUTHOR	Burnes, Donald
TITLE	State Structures of Elementary/Secondary Governance. Issuegram 30.
INSTITUTION	Education Commission of the States, Denver, Colo.
PUB DATE	1 Mar 83
NOTE	10p.
AVAILABLE FROM	Distribution Center, Education Commission of the States, 1860 Lincoln Street, Suite 300, Denver, CO 80295 ($2.00 prepaid; quantity discounts; add $1.00 on non-prepaid orders to cover invoicing).
PUB TYPE	Information Analyses (070)
EDRS PRICE	MF01/PC01 Plus Postage.
DESCRIPTORS	*Administrators; Bulletins; Elementary Secondary Education; *Governance; *Leadership; *Organization; *State Boards of Education; *State School District Relationship
IDENTIFIERS	Appointive Positions; Elected Positions; State Governors

ABSTRACT

Understanding the differences between education governance structures is important to understanding the entire education policy process. In almost all states, fiscal responsibility for education rests with the governor and the legislature. State education governance structures differ, falling into four basic models. In the first model the governor appoints the state board of education, and the chief is then appointed by the board; 15 states follow this model. In the second model, followed by 11 states, the board of education is elected at large and then appoints the chief; this reduces the governor's influence. The third model has a govenor-appointed board with the chief state officer elected at large, placing a premium on a cooperative working relationship. Twelve states follow this model. In the five states using the fourth model, the governor appoints the board members and the chief state school officer. The remaining states, Puerto Rico and the Virgin Islands, have structures that are variations of these four models. Eighteen states have legislatures that are able to exert influence through their authority to confirm the governor's appointments. The absence of major structural changes in educational governance since 1973 suggests that these structures are relatively stable. Four strategies are presented for state officials to consider in increasing leadership in education. (MD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED234511

.ecs issuegram

A service of the Education Commission of the States

30. State Structures of Elementary/Secondary Governance

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.
Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

S. V. Allen

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

ISSUEGRAMS
are summary reports on major education issues written for state leaders. They include background information, analysis of differing views, lists of sources and references — all written for busy readers. Each is updated periodically. For more information, see inside back cover or call ECS Distribution Center at (303) 830-3820.

.ecs issuegram
Education Commission of the States
Distribution Center
1860 Lincoln Street, Suite 300
Denver, Colorado 80295

First Class
U.S. POSTAGE
PAID
Denver, Colorado
Permit No. 153

EA 016 098

This Issuegram was prepared on March 1, 1983, by Donald Burnes, director, Education Governance Center. For consultation or more detail, call 303-830-3830.

30. State Structures of Elementary/Secondary Governance

The Issue

The "new federalism" and its decentralization of elementary/secondary education policy leadership to states and school districts raise important questions. What are the state governance structures currently in place, and will they allow state officials to play a more central role? What are the individual components of the state education policy establishment, and what are the relationships among them?

Outlined below are some of the circumstances that have expanded the opportunities for states to provide leadership in education. Then, described in some detail and illustrated in charts, are basic models of state education governance structures, structures that shape the ways in which states can exercise leadership.

What Are the General Characteristics of State Structures?

Education governance structures differ from state to state in ways that directly affect how state education policy leaders can act or interact. Whether one structure is better than another is a question for which research has no clear answer. But understanding the differences between structures, which

often reflect differences in political philosophy, is important to understanding the entire education policy process.

Some very general structural relationships are common to all the states. Fiscal responsibility for education rests with the legislature and the governor. In almost all states, the governor develops an education budget and presents it to the legislature. The legislature in turn has formal responsibility for reviewing this budget and passing it in some form. State boards and state departments of education must then administer the budget. State boards also establish requirements to guide the administration of other policies that have been enacted by the legislature and the governor, and state departments administer these policies. State boards and state departments also perform quasi-judicial functions in some instances.

How Do Governance Structures Differ?

Model One. In 15 states the governor appoints the state board of education which then appoints the chief state school officer. The state legislature has no formal authority for appointments, although it retains broad responsibility for setting state education policy. The power to appoint would seem to give the state board and the governor considerable influence, but the power of the governor is limited in two ways. First, board members are frequently appointed for staggered terms, so a governor may appoint only a minority of the board. Second, board members in many of the 15 states serve for longer terms than the governor. In 12 states, terms range from five to nine years; only in Connecticut, Minnesota and Rhode Island are terms less than five years.

Model Two. In 11 states, the state board of education is elected at large, which tends to reduce the governor's influence in education governance. The board in turn appoints the chief state school officer. In 7 of 11 states, the elections are partisan. In more than half of the 11, board members serve four-year terms; in all but 4 states (Alabama, Michigan, Nevada and Texas), the chief serves at the pleasure of the board rather than for a specified term. Since the electorate participates directly in education policy making by electing the state board of education, decision-making is politicized to a greater degree than in Model One. In summary, policy making in Model Two flows from the legislature and the state board of education.

Model Three. In 12 states, the chief state school officer is elected at large, usually on a bipartisan ballot and almost always for a four-year term. The governor appoints state

board members, usually to staggered terms of five years or longer. Since this structure establishes two distinct sources of education leadership, the elected chief and the appointed board, it places a premium on cooperative working relationships.

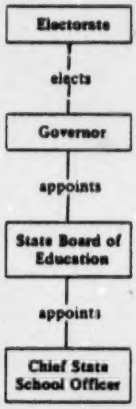
Model Four. Relatively recent developments in five states and American Samoa emphasize the role of the governor, who appoints board members and, independently, the chief state school officer. In New Jersey and American Samoa, the term of the chief state school officer is longer than that of the governor; in the other four states, the chief serves at the pleasure of the governor. In all states except Virginia, board members are appointed for terms of five years or longer. The extended terms of board members reduce what would otherwise be the substantial influence of the governor.

Structures in the remaining states, Puerto Rico and the Virgin Islands are variations of these models. In Florida, the state board of education is composed of 7 elected members of the governor's cabinet, including the chief state school officer. At present, Mississippi uses a similar system, although the board has only 3 members: the governor, the chief state school officer and the attorney general. This structure will change in July 1984: the governor and the legislature will appoint a 9-member board which will have authority to appoint the chief state school officer. In Louisiana, the state board is composed of 11 elected members and 1 ex officio member; the chief state school officer is elected. In Washington the state board is elected by local school board members, but the chief is elected at large. In New York and South Carolina, the state legislature appoints the state board. Wisconsin has no state board, and the chief state school officer is elected. In Puerto Rico, there is no state board, and the chief is appointed by the governor. In the Virgin Islands, the state board is elected at large and the chief is appointed by the governor.

Some interesting interrelationships cut across models. In 18 states the legislature exerts influence through its authority to confirm the governor's appointments to the state board.

State departments of education interact with the state boards of education in a variety of ways. In 15 states, the chief state school officer is an ex officio member of the state board and in 3 of those instances chairs the board; in 6 states, the superintendent is executive officer of the board. In all but 8 states some staff of the state department of education work either full-time or part-time for the state board of education.

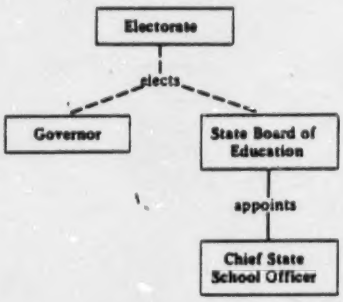
MODEL 1: Governor Appoints Board. Board Appoints Chief



15 States:

Alaska
Arkansas
Connecticut
Delaware
Illinois
Iowa
Maryland
Massachusetts
Minnesota
Missouri
New Hampshire
Rhode Island
South Dakota
Vermont
West Virginia

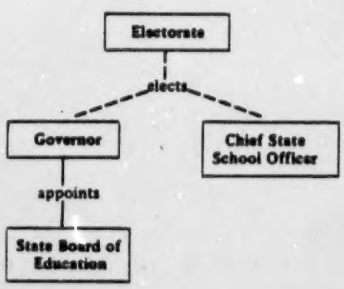
MODEL 2: Elected Board. Board Appoints Chief.



11 States:

Alabama
Colorado
Hawaii
Kansas
Michigan
Nebraska
Nevada
New Mexico
Ohio
Texas
Utah

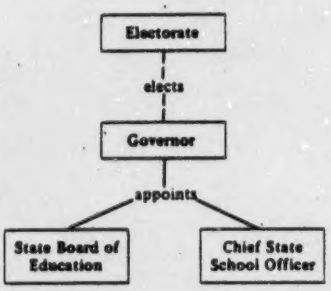
MODEL 3: Appointed Board. Elected Chief.



12 States:

Arizona
California
Georgia
Idaho
Indiana
Kentucky
Montana
North Carolina
North Dakota
Oklahoma
Oregon
Wyoming

MODEL 4: Appointed Board. Appointed Chief



5 States:

Maine
New Jersey
Pennsylvania
Tennessee
Virginia

The diversity of education governance structures is long-standing. Although there have been substantial changes in overall structures since 1900, few major changes have occurred during the last 10 to 15 years, even though state responsibilities for education have increased. Among recent minor changes have been adjustments of board size and length of terms. Hawaii, Kentucky and Maryland increased state board membership in the last 10 years; Colorado and Mississippi expect to increase membership in 1983 or 1984. Utah will decrease the size of its state board in January 1983. In Connecticut and Minnesota, the terms of state board members have been reduced within the last 10 years.

What Is the Future of State Governance?

The absence of major structural changes over the last 10 years, despite major changes in the intergovernmental system and society at large, suggests that governance structures at the state level are relatively stable. The real question is, however, whether various segments of the structure will provide the leadership in education that will be necessary for states and districts to adjust to the changes that will take place in the next 10 to 15 years.

Education is a complex policy arena; there are few right answers, many wrong ones and many powerful interests that take sides on virtually any issue. There are few political rewards, even for the most astute, and many potential pitfalls.

There are, however, some strategies that state officials might consider to increase leadership in education:

- Increase the incentives or decrease the disincentives for governors and legislators to assume leadership in education.
- Reorganize state departments of education so they improve their abilities to provide technical assistance, especially in the area of school improvement.
- Increase state board access to independent information and policy analysis.
- Reduce the time that state board members spend dealing with administrative detail, thereby increasing their opportunities to address policy issues.

- Increase the salaries and authority of chief state school officers so highly qualified people will be attracted to these top state education leadership positions.

- Create mechanisms to improve the working relationships of educators, legislators and governors.

What to Read

Education Commission of the States. State Governance of Education: 1983, forthcoming.

Rosenthal, Alan and Susan Fuhrman. Legislative Education Leadership in the States. Washington, DC: The Institute for Education Leadership, 1981.

ORDER FORM

(See reverse side for list of **Issuegrams***)*

Name _____

Address _____

City, State and Zip _____

Price: Single copies of *Issuegrams* are free upon request to the seven ECS Commissioners in each of the 51 member jurisdictions. For others, each *Issuegram* is $2, including postage and mailing. Orders for 10 or more copies are $1.50 per copy. Orders are sent first class mail. Prepayment is requested. Please make checks payable to the Education Commission of the States. Phone orders and non-prepaid orders are accepted at $2.50 per *issuegram* (to cover invoicing). To order by phone, call Terry Shinkle at (303) 830-3820.

____ Check here if you are an ECS Commissioner

____ Please bill me

____ Payment enclosed

Issuegram Number	Number of Copies	Price	Total Due

Total Cost For Order $ _____

Mail this order form to: Distribution Center
EDUCATION COMMISSION OF THE STATES
1860 Lincoln Street, Suite 300
Denver, CO 80295

ecs issuegrams

A service of THE EDUCATION COMMISSION OF THE STATES

ISSUEGRAMS *are summary reports on major education issues written for state leaders. They include background information, analysis of differing views, lists of sources and references – all written for busy readers. Each is updated periodically.*

Issuegrams currently available:

1. Research Findings on Effective Teaching and Schools
2. Achievement Trends in the Arts
3. Collective Bargaining Issues Continue
4. Adult Learning: A Major Trend
5. Low-Cost School Improvement
6. Achievement in Mathematics and Science
7. Testing for Teacher Certification
8. Energy Education: Another Passing Fad?
9. How Well Can Students Read and Write?
10. Special Education and the Law
11. State Programs of School Improvement
12. Compulsory Schooling and Nontraditional Education
13. Education for Economic Growth
14. The Four-Day School Week
15. Setting Up Blue Ribbon Commissions
16. Student Achievement in Public and Private Schools
17. Information Society Challenges Education
18. School Programs To Prevent Drug Abuse
19. Tuition Tax Credits
20. Student Minimum Competency Testing

Issuegrams available March 1, 1983:

21. State Budget Incentives for Quality Improvement (Postsecondary Education)
22. State Licensure/Authorization
23. Recruitment, Selection and Retention of Teachers
24. Teacher Shortages
25. School Finance Equalization
26. School Finance Reform
27. School Finance Litigation
28. Programs for Special Populations
29. State Education Roles and Missions
30. State K-12 Governance Structures
31. The State Legislative Voting Process in Education
32. Block Grant Implementation
33. Prayer in the Schools
34. Curriculum and the First Amendment
35. Sex Equity in Education
36. Legal Issues in Education Testing
37. Student Skills for a Technology Economy
38. State Strategic Planning for Technology
39. Migrant Education
40. Program Review in Postsecondary Education

It is the policy of the Education Commission of the States to take affirmative action to prevent discrimination in its policies, programs and employment practices.

Please turn page for ordering information.